

PART I. A Reassessment of Violations Policy and Practice

by Richard P. Stroker, Deputy Commissioner, South Carolina Department of Probation, Parole, and Pardon Services

The handling of parole or probation violators is, perhaps, the largest area of corrections work that has yet to be adequately researched, defined, or prescribed. While efforts to reduce prison overcrowding are as varied and numerous as the jurisdictions across the country, little comprehensive effort has been applied to understanding exactly how corrections responds to violations.

Indeed, the whole issue of probation and parole violations is something of a mystery. Very few jurisdictions attempt to capture accurate information about the number of offenders who commit violations or the number who are incarcerated as a result. Nor have they clearly set forth the factors that drive their revocation decision-making. This seems short-sighted, given the amount of time and effort required to respond to violations and in light of the tremendous costs associated with incarcerating violators.

In 1988, the South Carolina Department of Probation, Parole, and Pardon Services began to analyze data on the number of offenders under supervision who were being revoked for a new offense or for technical reasons. Interestingly, while the actual number being revoked for new offenses had declined somewhat over a five-year period, the number of offenders revoked for technical reasons had doubled over the same period of time.

NIC Grant Provided Impetus

Fortunately, the department was one of several jurisdictions that received technical assistance under a grant from the National Institute of Corrections to consider its handling of parole violators. This grant enabled us to analyze the reasons for the growth in technical violation revocations and to review our policies in this area.

Through NIC's support, the department was able to recognize a variety of problems in its handling of violations. First, it was apparent that no overriding philosophy governed the department's violation policies. The department was responsible for the supervision of over 30,000 offenders across forty-six counties. The only message given to the more than 500 agents and supervisors who managed these offenders seemed to be that when violations occurred, the agent should respond in some way. But there was little specific direction beyond this. No guidance was provided as to precisely what response was the most appropriate for any particular violation.

The Need for Parole Violation Guidelines

As a result of its initial analysis, the department became interested in developing violation guidelines that would:

- Increase statewide consistency in the handling of parole violators;
- Advance the notion of proportionality in responding to violations; and
- Take into account in the violations process both the risk that individual offenders pose to the community and the severity of the violation committed.

The department therefore set about the task of developing parole violation guidelines to aid the agent, the agent's supervisor, and the parole board in dealing with individual violation cases. If this was successful, we envisioned expanding the violation guidelines to the probation area. Perhaps as a symbolic gesture, the department stopped referring to the process as the "revocation process" and began describing it as the "violation process." An internal department group was given the responsibility of studying this area. They reviewed departmental practices and outlined the violation categories and corresponding responses that an agent should use when responding to specific parole violations. The department was substantially aided in these efforts by technical assistance provided under the NIC grant by the Center for Effective Public Policy and COSMOS.

Several important realizations emerged from these efforts. First, and perhaps most importantly, we were forced to reevaluate the perceptions and responsibilities of agents and supervisors with respect to the violation process and to clarify the desired outcomes for the supervision of each offender. The department established that its goal of supervision is to intervene selectively with the offender to reduce the likelihood of future serious criminal activity. While this goal may sound quite straightforward, arriving at it constituted an important step in the direction of clarifying our objectives.

Secondly, the department provided training in each office to give agents and supervisors opportunities to receive and react to the guidelines. Additional training more clearly defined the actions expected of agents and supervisors when considering violations and violation responses. These expectations were set forth as follows:

- The agent must be proactive in responding to offender issues.
- The response to a violation must focus on the severity of the violation and the risk posed by the offender to the community.
- The least onerous response that satisfies the particular situation should be employed.
- Responses should be consistent, so that similar situations result in similar dispositions.
- All available community sanctions should be considered before resorting to incarceration.

In creating these violation guidelines, the department eliminated confusion about the responses appropriate to various situations. This left the agent free to determine creatively, within prescribed limits, the most appropriate response for a given situation. The guidelines spelled out for the agent a variety of new alternatives that had formerly been unavailable. Options include:

- Placing the offender in a half-way house for up to seventy-five days;
- Placing him or her in residential or non-residential treatment;
- Restructuring the supervision plan;
- Reprimanding the offender;
- Increasing supervision contacts;
- Ordering the offender to perform up to forty hours of public service; or
- Referring him or her to a day reporting center.

Such responses to violations are appropriate when, according to our guidelines, the offender can be continued in the community without undue risk or if the violation was not severe. If, because of the severity of the offense, further action is required, the agent can issue a warrant or a citation. A warrant would result in arrest and confinement in a local jail until a violation hearing is held, and a citation would act as a summons, advising the offender of the date, time, and place of his or her violation hearing.

Violation Categories

The guidelines themselves reflect our conclusions about the severity of particular violations. All violations were put in one of three categories:

- Category “A” violations are the most serious; the agent normally issues a warrant or citation and refers the case to a hearing officer,
- Category “B” violations permit the agent either to pursue intermediate sanctions or programs for the offender or to refer the case to a hearing officer.
- Type “C” violations constitute the most minor violations; the agent is expected to resolve these issues at his or her level.

The categories also reflect the risk that we believe the individual poses to the community. As with our violation severity responses we require differential responses based on risk, so that as risk increases, so does our supervision or programmatic response. Combining information about the severity of the violation and the individual risk we believe to be present allows us to make reasoned, informed, violation decisions for each level of our violations process. The system also allows all personnel to operate within established boundaries, thus promoting consistency.

Changed Role of Hearing Officers

Before the parole violation guidelines were developed, the department employed full-time hearing officers who were responsible for holding preliminary hearings to determine if there was probable cause that a violation existed and, if so, to schedule a final revocation hearing. The development of guidelines created an important new

function for these hearing officers: they were given the additional responsibility of determining whether or not incarceration was necessary, given specific information about both the violation's severity and the offender's risk.

Hearing officers were given a large number of alternatives so that they could, whenever reasonable, maintain the offender under supervision in the community. All of these options allowed the hearing officers to employ the variety of sentencing options and alternatives that had been created by the department over the past several years. For example, the hearing officer's responses could require any of the following of an offender:

- Placement in home detention for up to 180 days;
- Public service employment for up to 300 hours;
- Payment of restitution for violations committed during supervision;
- An increased level of supervision or reporting;
- Increased drug testing;
- Placement in a day reporting center;
- Recommendation for placement in a restitution center; or
- Recommendation for a partial or full revocation.

Cases that advanced beyond the agent's and hearing officer's levels were clearly cases in which the department had determined that revocation was appropriate. The question that remained for the Parole Board was the length of incarceration to require. Prior to the existence of violation guidelines, agency policy required offenders to remain incarcerated for one year, after which they would be reconsidered for parole. The guidelines expanded the board's authority to employ any of the options available to hearing officers or agents. They also allowed the board to revoke and then reconsider parole at some time prior to one year, or to revoke and establish a parole release date some time in the future. These alternatives allowed the board to fashion an appropriate period of incarceration for each offender.

After experimenting with this parole violation guideline process in some parts of the state, the department expanded use of the guidelines to parole cases statewide in early 1990. A detailed training program was developed and delivered to all agents.

Benefits of Parole Violation Guidelines

By October 1990, it was clear to the department that the violation guidelines provided a wealth of benefits for agents, offenders, the department, and the criminal justice community generally.

- Agents seemed pleased with their increased responsibility and with options available to them. In addition, the department's clear statement of expectations eased agents' concerns over their violation actions.
- Hearing officers were pleased with the expansion of their responsibilities and authority, and the department was pleased to see an increase in the number of offenders who were remaining in the community.
- The board was pleased with the fact that individuals who could reasonably be maintained in the community were remaining under supervision.

Moreover, this was being done in a way that actually reduced the number of cases the board was required to hear.

- Local jails were pleased about our use of citations instead of warrants.
- The South Carolina Department of Corrections was encouraged by our use of alternative sanctions for violators.

Expansion to Probation

In light of the success of this parole violation experiment, the department decided in late 1990 to expand its use of violation guidelines to probation. This involved a series of new challenges for, unlike parole, handling of probation violators was not entirely an internal matter. The use of community sentencing options for probation violators had been a matter within the exclusive control of the court.

The department was fortunate to find several judges who were interested in our violations initiative and were willing to allow us to experiment with probation violation guidelines in several counties across South Carolina. These counties accounted for roughly a third of the state's probation population. The department used its hearing officers to consider probation violation cases in these counties and to act essentially as they did in parole violation cases.

Throughout the probation violation experiment, it has been extremely important for the department to retain the confidence of the judiciary in our professionalism and our ability to make appropriate recommendations to the court. Therefore, we have clearly specified when hearing officers may impose new conditions or dispose of cases and when they must make recommendations to the court. For example, the hearing officer may place an individual who commits several technical violations under intensive supervision. However, if the violation concerns a special condition imposed by the court or consists of a new crime, the hearing officer must recommend a disposition to the judge. The court would then make the final determination as to disposition of the case.

Results

Given the greater latitude that agents and hearing officers now enjoy in responding to probation violations, they are better able to determine the most appropriate response for each violation and each offender. This creates a more proactive response to violation behavior, which encourages more accountability by offenders. Agents have also been pleased at the speed with which hearing officers can dispose of cases. Moreover, we now refer to the courts only those cases in which we strongly believe that a period of incarceration is warranted or cases in which we believe the court wishes to be involved.

The results of our efforts have been quite compelling. Over half the cases that have come through our violation process have been resolved with the individual remaining in the community. The presence of these offenders in the community has not appeared to jeopardize public safety unduly; there has been no apparent rise in the number of new offenses committed by offenders under our supervision during the time period.

There is also evidence that our violation practices are having a positive impact on prison crowding. From 1989 to 1990, the number of offenders under department supervision increased by nearly 3,000, and the number of offenders revoked for technical violations increased by 471. From 1990 to 1991, there were more than 4,500 new offenders under department supervision, but there was no increase in the number of offenders who had their probation or parole revoked for technical violations in that period. After we expand our probation violation procedures from one-third of our probation population to include all probationers, there may be an even more dramatic impact.

Local jails have also benefitted from our use of citations, as citations are used at least as frequently as warrants on a state-wide basis. Additionally, judges have apparently been pleased with the recommendations being made. This is reflected by the fact that, in those cases which have been referred to the court for disposition, judges have concurred with our recommendations 85 percent of the time. This is twice the rate of judicial concurrence with agents' recommendations prior to the creation of the violation guidelines. Further, judges are pleased that we are using less of the court's limited time on probation violation matters. By keeping prosecuting attorneys, public defenders, sheriffs, and local jailers advised of our actions in participating counties, we have been able to maintain clear lines of communication, thus strengthening our relationships with these actors in our criminal justice system.

Conclusion

In sum, the benefits of using violation guidelines to handle parole and probation violators have been overwhelming. Given the high level of scrutiny that most probation and parole departments operate under today, it is clearly important to coordinate internal agency policies and procedures, establish consistency and proportionality in responding to violations, maintain accurate information on the outcomes of violation matters, and have confidence in decision-making related to the violation process. Exchanging vague, misunderstood, and often misapplied discretion in the violations area for a policy-driven, risk-based, cost-effective violations process is a bargain that many probation or parole entities should seek out for themselves.

Perhaps the most critical reason for the success of our effort has been that we initiated the process out of a desire to improve the way we do our every day work. Being neither compelled to achieve a particular result nor required to adopt a specific approach, we were able to pursue those measures that made the most sense to us. As a result, we achieved a variety of benefits for ourselves, for local jails, state prisons, and judges. The use of violation guidelines and hearing officers offers probation or parole departments the opportunity to make reasoned, cost-effective decisions about offenders under their supervision, while at the same time ensuring that the goals and objectives of the agency are being met.

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NIC FOCUS: TECHNICAL VIOLATIONS

PART II. Programs in Action

New York State Division of Parole Relapse Prevention Initiative

Aware that reincarceration is not always the most effective or cost-efficient alternative for technical parole violators, parole administrators in New York State have formulated a comprehensive supervision strategy based on preventive intervention and alternatives to reincarceration.

The New York State Division of Parole's data indicate that approximately three-fourths (74 percent) of the parolees sent back to prison in FY 1989-90 were returned as technical violators. For many parolees, addiction to drugs and/or alcohol was the antecedent to the delinquent behavior that resulted in reincarceration.

Under the direction of Chairman Raul Russi, the division has developed a multi-pronged Relapse Prevention Initiative designed to respond to the needs of the substance-abusing parolee through prevention, treatment, and enforcement. The goals of the Relapse Prevention Initiative include:

- Providing for the immediate treatment needs of parolees,
- Diverting technical parole violators from reincarceration,
- Providing an intermediate sanction for those delinquent as a result of drug abuse, and
- Conducting extensive training to update skills of parole officers in the field of relapse prevention.

Staff Training

The primary component of this initiative is a program designed to provide staff with the skills and knowledge to supervise parolees with significant substance abuse

problems. All parole officers will participate in a training program that will teach the relapse prevention model and the skills needed to help parolees remain substance-free.

Community-Based Treatment

Another component of the Relapse Prevention Initiative is an increased use of community-based drug treatment in New York City. Through the support of the governor and the state legislature, the division has been funded to develop dedicated parolee-specific treatment slots.

In this program, eleven service contractors will provide about 750 outpatient, day treatment, detox, and residential slots. The community-based approach is viewed as the division's first line of defense against parolees' drug abuse.

Urinalysis

The division also does urinalysis of parolees to support its relapse prevention program. Although urinalysis previously depended solely on laboratory analysis, new technologies now make it possible to do on-site testing that provides immediate results. Drug testing allows parole officers to identify quickly parolees who have suffered a relapse, thus triggering intervention. Early access to information can help officers address parolees' problems before they culminate in a violation that could result in the offenders' reincarceration.

Intermediate Sanctions

After exhausting every reasonable and safe alternative, the division may have to decide if a return to prison or the use of an intermediate sanction is appropriate. In upstate New York, the division has used a small electronic monitoring program designed primarily as an alternative for those in or about to enter the violation process.

New York's experience indicates that there is a group of parolees whose relapse to drug and alcohol abuse sabotages the successful steps they have taken towards community adjustment. The additional level of supervision provided by the electronic monitoring program enables parole officers to limit parolees' opportunities for relapse but keeps them in the community.

Through a coordinated effort with the New York City Department of Correction and its High Impact Incarceration Program (H.I.I.P.), the division has established an alternative program for fifty alleged technical violators at the Rikers Island detention center. The alleged violators are referred to the program after proceedings finding probable cause or after they have waived a preliminary parole violation hearing.

The program, which is limited to those with substance abuse problems, is a regimented sixty-day comprehensive program at Rikers Island. As part of the program, plans are made for the parolee to continue community-based treatment on re-release. Those who complete the program have their revocation proceedings cancelled, and they are placed back under intensive parole supervision.

An important condition of the program is that once the parolee returns to the community, he or she must continue to attend a drug treatment program.

Multi-Strategy Approach Critical

In New York, we have recognized that responding to technical violators requires a multi-strategy approach. With substance abuse reaching epidemic proportions among criminal justice system clients nationwide, solutions must include prevention, treatment, and appropriate alternatives to revocation.

For further information, contact Barbara Broderick, Director of Policy Analysis & Information. New York State Division of Parole, 97 Central Avenue, Albany, New York, 12206. ■

Washington State's Response to Technical Violations

One of the major goals of the Washington State Department of Corrections, Division of Community Corrections, is protecting the community by monitoring offenders' behavior. If an offender violates conditions, department policy mandates intervention.

Currently, the department supervises offenders under both intermediate and determinate sentencing systems. It is important to note that the system under which an offender was sentenced determines the violation process that will be initiated, the sanctions that can be recommended, and the time frames involved in addressing the alleged violation.

Offenders who committed crimes prior to July 1, 1984 fall under an indeterminate system. Offenders under that system who were sentenced to prison and have since been released are under the jurisdiction of the Indeterminate Sentence Review Board (ISRB), formerly known as the Parole Board. If offenders were sentenced to a probation term, they are under the jurisdiction of the court.

Offenders who committed crimes on or after July 1, 1984 fall under a determinate sentencing system, also known as the Sentencing Reform Act (SRA). Offenders under determinate sentencing who are not sentenced to prison but to a term of confinement in the county jail, to work release, or to community supervision, etc., are under the jurisdiction of the court. Offenders on community supervision are supervised by the Department of Corrections (DOC).

When SRA was implemented, it did not provide for the supervision of offenders on their release from prison. Offenders sentenced to prison and subsequently released were not under the jurisdiction of the court or the DOC unless they had financial obligations outstanding. In 1988 the law was changed to include community placement. Community placement provides for the intense monitoring in the community for up to two years after release from

prison of offenders convicted of an eligible offense.

Violation Process

Violations are reported by the supervising community corrections officer through a violation report, which outlines the alleged violations as well as recommendations for sanctions. Violations are dealt with either by a hearing, an agreed order, or a request for a bench warrant, if the offender's whereabouts are unknown, i.e., if the offender absconds.

Possible sanctions that can be imposed for violators under various types of supervision include the following:

- Sanctions for offenders under community placement can include curfew, house arrest, community service work hours, and return to prison. The possible sanctions that can be recommended in cases of alleged violations are outlined in a sanction grid that is part of department policy. Alleged violations are heard by a DOC hearings officer and must be addressed within five days.
- Sanctions for SRA offenders being supervised by the DOC can include confinement based on the type of violation and/or conversion of previously ordered community service hours back to jail time. The sanctions that can be recommended are limited and tied to the sentence imposed at the time of sentencing. Due to the extreme backlog of court cases, violations can take up to one year to be addressed.
- Offenders under the jurisdiction of the ISRB can receive sanctions such as treatment, increased supervision, and return to prison. Violations are typically addressed by the ISRB within thirty days.
- Offenders sentenced to probation and under the court's jurisdiction can receive a variety of sanctions, including work release, no action taken, and confinement in prison. Again, because of the extreme backlog of court cases, viola-

tions can take more than a year to be addressed.

The courts and the ISRB are interested in resolving violations expeditiously. We are working with the courts and the ISRB to develop a sanction grid providing for a range of options that can be imposed by the community corrections officer.

Though they are not widely implemented at this point, the department is exploring the use of additional intermediate sanctions for violators, including electronic monitoring, day reporting centers, work crews, intensive supervision, community sponsors, home detention, and curfews.

For further information, contact Terri Ober or Ron Peterson, Washington Department of Corrections, P.O. Box 9699, MS: FN-61. Olympia, Washington, 98504. ■

Idaho's Electronic Monitoring Program for Technical Violators

Like most other states, Idaho has been pressed to develop effective intermediate sanctions as alternatives to incarceration. The average stay of an inmate in a state penal institution, whether on a straight commitment or as a returning parole violator, is forty-two months. Given a cost of more than \$36 per day per inmate as compared to \$4.50 per day for clients under probation or parole supervision, the state had a real need to find a more cost-effective way to deal with offenders.

Thus began the move toward specialized caseloads and intensive supervision. The Idaho legislature especially targeted the group of probationers and parolees who had been institutionalized not for new criminal activity, but for technical violations of the conditions of their supervision, such as failing to report to an officer as directed. In an effort to delay or prevent the return of these offenders to the institution, the legislature allocated funds to implement an electronic monitoring program aimed specifically at technical violators.

Program Implementation

On March 4, 1991, the Idaho Department of Correction began operating its electronic monitoring program (EMP) out of the Fourth Judicial District Probation and Parole Office in Boise. The mission of the program was to provide risk control and surveillance to technical probation and parole violators and other clients in need of increased monitoring and supervision. The program was designed to administer sanctions, enhance existing programs, and provide an alternative to incarceration.

Program Description

Officers screen prospective clients through a specially-designed matrix. It considers the committing offense, prior record, supervision history, substance abuse, living situation, telephone availability, employment, and client's attitude.

Once accepted into the program, clients are required to wear an encoder device (wristlet). They must adhere to a pre-approved schedule of home confinement that allows them to leave their home only for work, treatment, legal, or religious reasons. A central computer is programmed to generate random telephone calls to offenders' homes at specific times, when offenders are required to be at home. Upon receiving a call, offenders provide voice verification and then insert the wristlet into a verifier box attached to the telephone.

Clients are referred by their officers, either directly or by court order on the officer's recommendation, and generally spend between thirty and 120 days in the program. Those who violate rules are dealt with through a progressive disciplinary process: from a verbal warning from EMP staff up to and including a disciplinary hearing and termination from the program.

On successfully completing the electronic monitoring program, an offender is considered to have "paid for" the violation for which he/she was referred, and the record is removed. Those who fail to complete the program may be referred back to the adjudicating authority for formal violation proceedings and possible revocation.

Initial Concerns

Due to lack of funding, it was not possible to staff the program around the clock, seven days a week. At its inception, the program was operated by only one full-time employee with backup provided by the program coordinator on the employee's days off. Since that time, two half-time employees (student interns from Boise State University) have been added. The three staff members take turns carrying a pager during off hours, which allows the monitoring computer to notify them if a violation occurs. This has provided complete coverage and kept staffing costs reasonable.

Another concern was whether or not clients would take the program seriously, as most would have been directed to participate by their probation or parole officer without benefit of a court or parole commission order. However, this was not a problem. Clients referred to EMP knew they were in violation already and faced possible revocation. Not only did they view participation in the program as a last chance to prove themselves, but they seemed to recognize that failure to complete this program would increase the likelihood of actual revocation.

In a program exit survey, clients questioned reported that having completed the program, they would still agree to participate. All those surveyed felt that participating in the electronic monitoring program was far better than facing a formal violation hearing.

Program Results/Evaluation

As of June 30, 1991, forty-four offenders had been placed on electronic monitoring. A review of the data showed that most of the clients had been involved in one of three main categories of offenses: theft (31.7 percent), drugs (20.4 percent), and sex offenses (15.8 percent). Of the twenty-nine program violations which occurred (some clients having violated several conditions), the most frequent (48.1 percent) was because the client failed to answer the telephone or because the computer received a busy signal. Most violations were dealt with informally; only three offenders were removed from the program.

Although this program has been in operation only four months, the indications are that it can be successful both in providing increased surveillance of offenders and in decreasing the need for revocations. Of the twenty-three offenders who have been released from the program so far, eighteen were terminated successfully, and all (100 percent) have remained crime/violation free, as indicated by no new arrests or formal violation reports. Of the three offenders removed from the program, two are awaiting violation proceedings and one is deceased. Of the two other terminations, one was due to the client's death, and the other, who was terminated for medical reasons, remains crime/violation free.

The Idaho Electronic Monitoring Program is unique in that it does not usually involve the courts. Most electronic monitoring programs involve an early release from custody or the substitution of electronic monitoring for custody time ordered by the court. With this program, the entire court process is, in most cases, entirely circumvented.

For further information, contact Valerie Brown, Program Coordinator, Idaho Department of Correction, Field & Community Services, Statehouse Mail, Boise, Idaho. 83720. ■

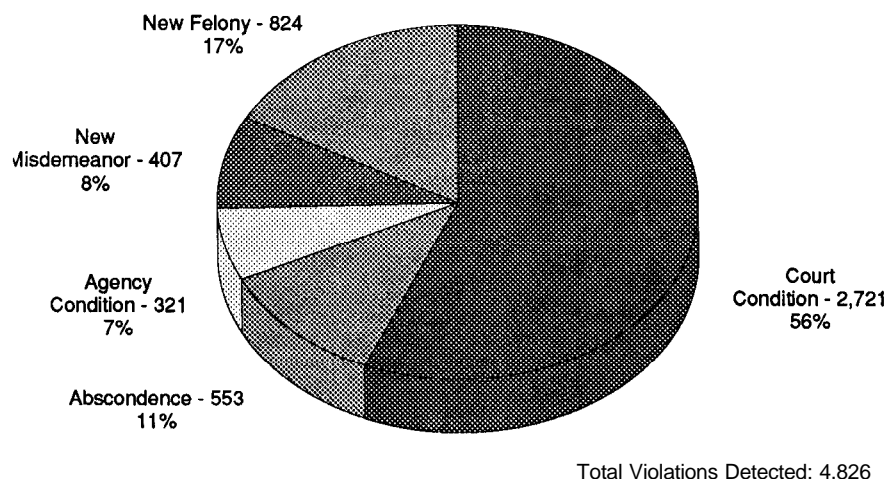
Connecticut System Tracks Violations, Supervision Outcomes

In Connecticut, the technical violation has long been considered an essential component of probation supervision. Recognizing the importance of technical violations, the Connecticut Office of Adult Probation has developed operational measures for the major types of technical violations in Connecticut and has initiated research in this area. A new management information system provides the capacity to track the major types of technical violations over time at the agency's twenty field offices and to examine the impact of various supervision strategies on types and rates of technical violations.

The accompanying figure illustrates the relative frequency of the major violations in Connecticut over the past year. An absconder is defined as an offender who has not reported or has not been found for ninety days.

For further information, contact John E. Fay, Jr., Manager, Program and Support Services, Connecticut Office of Adult Probation, 2275 Silas Deane Highway, Rocky Hill, Connecticut, 06067. ■

Violations of Probation in Connecticut: June 1990 - May 1991



Technical Violation Briefs

- Community placement was implemented in **Washington** State in 1988 and is defined as the intense monitoring of an offender in the community for one year after release/transfer from DOC confinement. Community placement consists of community custody (inmate status) and post-release supervision of a eligible offenders, or a combination of the two. Community custody is that portion of an inmate's sentence of confinement, in lieu of earned release time, served in the community and is subject to DOC controls on the inmate's movement and activities. Post-release supervision is that portion of an offender's community placement in excess of the amount of time the inmate served in community custody and is under the jurisdiction of the sentencing court. Violations when under community placement can result in imposition of sanctions ranging from curfew to return to DOC confinement. General, non-drug infractions may be resolved without a formal hearing; serious or drug-related infractions require a formal disciplinary hearing. Disciplinary sanctions are set forth in a community custody sanction grid and must be followed unless an exceptional sanction is imposed. If community custody is terminated, the offender is detained pending transport to a state facility.
- The **Ohio** Adult Parole Authority has changed its policy on how parole absconders are treated. The new policy distinguishes between absconders with violent histories and those with no history of violence. Absconding parolees with violent histories are immediately declared to be "parole violators-at-large" and are entered into the National Crime Information Center (NCIC) as "wanted." For all other absconders, an arrest warrant is filed locally and the supervising officer continues efforts to locate the offender. Absconders still missing after thirty days are entered into the NCIC system. Early notification to NCIC of absconding violent offenders puts all law enforcement personnel on alert regardless of the jurisdiction. This policy change will result in offenders being located more quickly and fewer violent crimes being committed.
- In conjunction with the **Virginia** Parole Board, the Virginia Department of Corrections, Division of Community Corrections, recently initiated a pilot project to implement intermediate sanctions for technical parole violators. Its purpose is to alleviate an ever-increasing rate of revocations for technical violators. The division has assigned two hearing officers to hold preliminary parole violation hearings in seventeen of the state's thirty-nine probation and parole districts. When probable cause is found that a parolee is in violation of a technical condition, the hearing officer can implement an intermediate sanction in lieu of continued incarceration. The supervising parole officer then has the responsibility to see that the intermediate sanction can be implemented. Prior to the project, hearing officers could not impose intermediate sanctions. If after review the program is judged successful, it will be expanded statewide.
- The January 1991 Special Session of the **Kentucky** General Assembly appropriated funds for housing technical parole violators. The Corrections Cabinet will contract with a private vendor for provision of 100 beds in a detention facility for men who commit technical violations.